

Message Text

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SUBJECT: DRAFT ARTICLE FOR DRUG ENFORCEMENT MAGAZINE

REF: A) STATE 159521, B) FALCO/VANDEN HEUVEL LTR OF
JULY 15, 1978

FOLLOWING IS DRAFT ARTICLE PREPARED IN RESPONSE TO
REFERENCED COMMUNICATION:

BEGIN TEXT

1. HAVING SPENT FOUR YEARS ON THE NEW YORK CITY BOARD OF
CORRECTION AND SEEN AT FIRST HAND THE HAVOC WROUGHT IN MY
HOME STATE AND CITY BY DRUG ABUSE, I AM PLEASED TO HAVE THE
LIAISON RESPONSIBILITIES TO THE THREE ORGANIZATIONS
CREATED BY THE INTERNATIONAL COMMUNITY TO COMBAT ILLICIT
DRUGS WITHIN THE RESPONSIBILITY OF THE GENEVA MISSION.
ONE OF MY FIRST PRIORITIES UPON ARRIVING IN GENEVA WAS TO
STUDY THEIR OPERATIONS, INTERRELATIONS AND ACHIEVEMENTS WITH
A VIEW TOWARDS WORKING MORE EFFECTIVELY WITH THEM TO
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ACHIEVE THE U.S. GOAL OF ELIMINATING DRUG ABUSE AS A MAJOR
SOCIAL PROBLEM. CLOSER ACQUAINTANCE WITH THESE ORGANIZA-
TIONS HAS ENHANCED MY APPRECIATION OF HOW THEY SERVE
DIRECTLY AS A UNIT, DESPITE WEAKNESSES INHERENT IN INTERNA-
TIONAL INSTITUTIONS, TO RESTRAIN THE VOLUME OF ILLICIT
DRUGS AVAILABLE TO TRAFFICKERS AND CONSUMERS IN THE
UNITED STATES.

2. WE ARE NOW APPROACHING THE 70TH ANNIVERSARY OF THE FIRST INTERNATIONAL ACTION TO COMBAT DRUG ABUSE, THE CONVENING OF THE SHANGHAI CONFERENCE IN 1909 AS A RESULT OF THE FORCEFUL LEADERSHIP OF PRESIDENT THEODORE ROOSEVELT. IDEAS RAISED AND ACTIONS INITIATED AT THIS CONFERENCE HAVE FORMED THE WARP AND THE WOOF OF THE INTERNATIONAL DRUG CONTROL STRUCTURE CREATED OVER THE FOLLOWING YEARS.

3. THE REPRESENTATIVES OF THIRTEEN GOVERNMENTS AT THAT MEETING CONCLUDED THAT THE ABUSE OF NARCOTICS IS AN INTERNATIONAL SOCIAL PROBLEM AND, RECOGNIZING THAT ITS SOLUTION WAS BEYOND THE CAPACITY OF INDIVIDUAL GOVERNMENTS, CALLED FOR EFFECTIVE INTERNATIONAL COOPERATION ON A UNIVERSAL SCALE. THREE YEARS LATER, THE HAGUE CONVENTION TRANSFORMED THE FINDINGS AND RESOLUTIONS OF THE SHANGHAI CONFERENCE CONCERNING EFFECTIVE INTERNATIONAL COOPERATION INTO LEGAL OBLIGATIONS UNDER INTERNATIONAL TREATY LAW. SUBSEQUENT INTERNATIONAL MEETINGS AND AGREEMENTS DEVELOPED THIS LEGAL STRUCTURE INTO THE CONTROL SYSTEM EXISTING TODAY, WHICH IS BASED PRIMARILY ON THE SINGLE CONVENTION ON NARCOTIC DRUGS (1961) WITH ITS AMENDING PROTOCOL (1972), AND THE PSYCHOTROPICS CONVENTION (1971).

4. UNDER THIS SYSTEM, THE INTERNATIONAL NARCOTICS CONTROL BOARD, A BODY OF 13 PERSONS ELECTED BY THE UN ECONOMIC LIMITED OFFICIAL USE

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AND SOCIAL COUNCIL (ECOSOC) TO SERVE IN THEIR INDIVIDUAL CAPACITIES, IS CHARGED WITH LIMITING THE PRODUCTION OF DRUGS TO AMOUNTS NEEDED FOR MEDICAL AND SCIENTIFIC PURPOSES AND WITH PREVENTING ILLICIT PRODUCTION, TRAFFICKING AND USE OF DRUGS. THE POWERS OF THE BOARD TO ACHIEVE THESE PURPOSES WERE STRENGTHENED BY THE AMENDING PROTOCOL, BUT IT IS LIKELY THE BOARD WILL CONTINUE TO ACHIEVE ITS BEST EFFECTS THROUGH QUIET DIPLOMACY. THE BOARD, ON THE BASIS OF ITS MONITORING OF PRODUCTION AND TRADE IN OPIATES, CONFIRMED IN ITS MOST RECENT REPORT (1977) THAT THERE IS NOW OVERPRODUCTION OF RAW MATERIALS NEEDED FOR THE MANUFACTURE OF OPIATES FOR MEDICAL PURPOSES. RECOGNIZING THAT AN OVERSUPPLY SITUATION INVOLVES THE DANGER THAT RAW MATERIALS LEGITIMATELY PRODUCED, IF LEFT UNUSED, MAY EVENTUALLY FIND THEIR WAY INTO THE ILLICIT TRAFFIC, THE BOARD EXPRESSED ITS HOPE, WHICH THE U.S. THOROUGHLY ENDORSES, "THAT THE PRODUCING COUNTRIES WILL PAY THE CLOSEST POSSIBLE ATTENTION TO THE OVERSUPPLY SITUATION WHEN ESTABLISHING THEIR PRODUCTION PLANS IN ORDER NOT TO AGGRAVATE IT."

5. THE CURRENT INTERNATIONAL SYSTEM ALSO PROVIDES FOR A

POLICY-MAKING BODY, THE COMMISSION ON NARCOTIC DRUGS, WHICH IS RESPONSIBLE FOR ADVISING THE ECOSOC ON INTERNATIONAL NARCOTICS MATTERS AND IS ENTRUSTED WITH PERFORMING CERTAIN TECHNICAL FUNCTIONS BY THE DRUG CONTROL CONVENTIONS. THE COMMISSION IS COMPOSED OF REPRESENTATIVES OF 30 GOVERNMENTS PARTICULARLY CONCERNED ABOUT DRUG PROBLEMS AND IT HAS MET AT LEAST ONCE ANNUALLY FOR THE PAST SEVERAL YEARS. IT WAS THE COMMISSION, PERCEIVING INADEQUACIES IN CONTEMPORARY DRUG CONTROL TREATIES,

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WHICH INITIATED ACTION LEADING TO THE DRAFTING OF THE SINGLE CONVENTION AND THE PSYCHOTROPICS CONVENTION. AT ITS MOST RECENT SESSION (13-24 FEBRUARY 1978), THE COMMISSION PROPOSED SIX RESOLUTIONS FOR ADOPTION BY ECOSOC. AMONG THE MORE SIGNIFICANT WAS ONE CALLING THE ATTENTION OF GOVERNMENTS TO THE CURRENT OVERPRODUCTION OF RAW MATERIALS FOR THE LICIT MANUFACTURE OF OPIATES, ANOTHER REQUESTING GOVERNMENTS TO COOPERATE WITH THE INCB THROUGH INFORMAL CONSULTATIONS TO BALANCE LICIT SUPPLY AND DEMAND, AND A THIRD CALLING FOR SUSTAINED CONTRIBUTIONS TO THE UN FUND FOR DRUG ABUSE CONTROL. THE RECENT COMMISSION ALSO ADOPTED TEN RESOLUTIONS AND EIGHT DECISIONS ON MATTERS UNDER ITS OWN PROVENANCE.

6. THE DIVISION OF NARCOTIC DRUGS IS THE SECRETARIAT OR "BACK-UP STAFF" OF THE COMMISSION. ITS RESOURCES INCLUDE EXPERTISE ON ILLICIT TRAFFIC, DEMAND REDUCTION AND

TRAINING, AS WELL AS THE SCIENTIFIC AND RESEARCH
FACILITIES OF THE UN NARCOTICS LABORATORY. THESE UNITS
PERFORM AN ARRAY OF USEFUL FUNCTIONS.
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7. THE CENTRAL TRAINING UNIT, FOR EXAMPLE, HAS PROVIDED
TRAINING FOR OVER 1,000 POLICE AND CUSTOMS OFFICERS FROM
90 COUNTRIES SINCE ITS FOUNDING IN 1972. AND THE UN
NARCOTICS LABORATORY IS CONDUCTING RESEARCH IN SEVERAL
INTRIGUING AREAS. ONE PROJECT INVOLVES THE DEVELOPMENT
OF SPECIFIC CHEMICALS WHICH, WHEN SPRAYED ON ILLICITLY
CULTIVATED POPPY PLANTS, WOULD BLOCK THE SYNTHESIS OF
OPIATES WITHOUT CAUSING HARM TO THE POPPY PLANT OR TO
OTHER PLANTS, ANIMALS OR TO THE ENVIRONMENT. THE LABORA-
TORY HAS ALSO LOOKED INTO THE FEASIBILITY OF USING CHEMICAL
CHARACTERISTICS IN IDENTIFYING SOURCES OF HEROIN AND IN
TRACKING ITS MOVEMENT IN THE ILLICIT TRAFFIC. IT APPEARS
THIS CAN BE ACHIEVED AND WOULD PROVIDE AN IMPORTANT TOOL
IN COMBATTING ILLICIT TRAFFIC.

8. THE DIVISION ALSO SERVES AS THE MAJOR EXECUTING
AGENCY FOR THE THIRD AND FINAL UN DRUG CONTROL AGENCY:
THE UN FUND FOR DRUG ABUSE CONTROL. THIS ORGANIZATION
WAS FOUNDED BY THE UN SECRETARY GENERAL IN 1971, LARGELY
AT U.S. INITIATIVE, TO PROVIDE THE INTERNATIONAL COMMUNITY
A MECHANISM FOR FINANCING AFFIRMATIVE ACTION TO ELIMINATE
ILLICIT DRUGS IN ALL SECTORS: PRODUCTION, TRAFFICKING
AND CONSUMPTION. THIS FUND PROVIDES THE UN A MEANS OF
REACHING INTO PRIMITIVE AREAS WHERE NARCOTICS HAVE BEEN
A TRADITIONAL CROP, IN ORDER TO ASSIST FARMERS TO FIND
OTHER CROPS WHICH CAN PROVIDE ALTERNATIVE SOURCES OF
INCOME. IT CONDUCTED A PILOT PROJECT OF THIS NATURE IN
THAILAND OVER THE PAST SEVERAL YEARS WHICH HAS IDENTIFIED
SUCH ALTERNATIVE CROPS AS COFFEE, BEANS, PYRETHRUM,
VEGETABLES AND MEDICINAL HERBS. IT HAS ALSO PROVIDED
EVIDENCE THAT FARMERS WOULD BE INTERESTED IN PRODUCING
THEM. AFTER SUCCESSFULLY DETERMINING THESE FACTS, THE
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UN FUND IS NOW DISCUSSING WITH THAI GOVERNMENT THE
APPLICATION OF THE KNOWLEDGE ACQUIRED FROM ITS PILOT
PROJECT TO THE ENTIRE NORTHERN HILL TRIBE AREA WHERE OPIUM
POPPY IS CULTIVATED.

9. THE FUND'S LARGEST PROGRAM IS IN BURMA, A KEY OPIUM-

PRODUCING AREA OF THE "GOLDEN TRIANGLE." IN RESPONSE TO A REQUEST FROM THE BURMESE GOVERNMENT, THE FUND IS PROVIDING ASSISTANCE IN A MULTI-SECTORAL PROGRAM INVOLVING INCOME SUBSTITUTION, EDUCATION, TREATMENT, REHABILITATION AND LAW ENFORCEMENT. THE GOVERNMENT OF NORWAY SHOWED ITS OWN CONCERN ABOUT GROWING DRUG ABUSE IN SCANDANAVIA AND ITS CONFIDENCE IN THE UNFDAC BY PLEDGING \$5.4 MILLION TO PAY THE ENTIRE COST OF THE NON-LAW ENFORCEMENT ASPECTS OF THIS PROGRAM.

10. THE UN FUND HAS ALSO PROVIDED ASSISTANCE TO THE GOVERNMENT OF AFGHANISTAN WHICH CONTRIBUTED TO THAT GOVERNMENT'S SUCCESS IN CONFISCATING 14 TONS OF OPIUM FROM THE ILLICIT TRAFFIC IN 1977. WE HOPE THIS COOPERATION WILL CONTINUE AND EXPAND UNDER THE NEW GOVERNMENT, WITH THE GOAL OF REMOVING AFGHANISTAN FROM THE LIST OF MAJOR PRODUCERS OF ILLICIT OPIUM.

11. PROBABLY THE MAJOR AND MOST DRAMATIC ACHIEVEMENT OF THE UN FUND IN ITS SHORT HISTORY HAS BEEN ITS ASSISTANCE TO AND COOPERATION WITH THE GOVERNMENT OF TURKEY IN INTRODUCING THE "POPPY STRAW" PROCESS WHEN TURKEY RESUMED THE CULTIVATION OF POPPIES IN MID-1974. AS A RESULT OF THE USE OF THIS PROCESS, THERE IS NO EVIDENCE OF ANY

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PRODUCTION OR DIVERSION OF OPIUM IN TURKEY SINCE POPPY

CULTIVATION WAS RESUMED. UNDER CURRENT TURKISH LAWS, LICIT POPPY CULTIVATION IS LIMITED TO SEVEN PROVINCES UNDER A THIGHTLY CONTROLLED LICENSING SYSTEM AND THE FARMERS ARE FORBIDDEN TO LANCE THE POPPY PODS TO DRAW OUT THE OPIUM GUM. INSTEAD THEY ARE REQUIRED TO HARVEST THE ENTIRE POD FOR SALE TO THE GOVERNMENT, WHICH THEREAFTER ARRANGES FOR APPROPRIATE PROCESSING OR STORAGE. IN THIS CONNECTION, IT IS INTERESTING TO NOTE THAT THE UNITED STATES ONCE OFFERED TURKEY \$35 MILLION TO CEASE POPPY CULTIVATION IN ORDER TO AVOID THE PRODUCTION OF OPIUM. WHEN THIS OFFER FAILED, THE UN, IN COOPERATION WITH TURKEY, ACHIEVED THE SAME PURPOSE UTILIZING A NEW IDEA (THE "POPPY STRAW" PROCESS), AND A BUDGET OF SLIGHTLY MORE THAN \$4 MILLION. THE UN CAN JUSTLY TAKE SATISFACTION IN THIS ACHIEVEMENT.

12. DESPITE THESE ACHIEVEMENTS, HOWEVER, THERE IS ROOM FOR A GOOD BIT MORE INTERNATIONAL ACTION ON DRUG CONTROL. LAST FALL THE UN GENERAL ASSEMBLY RECOGNIZED THE NEED FOR LIMITED OFFICIAL USE

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SUCH ACTION WHEN IT PASSED RESOLUTION 32/124 REQUESTING THE COMMISSION ON NARCOTIC DRUGS TO STUDY THE POSSIBILITY OF LAUNCHING A MEANINGFUL PROGRAM OF INTERNATIONAL DRUG ABUSE CONTROL STRATEGY AND POLICIES. THIS RESOLUTION PROVIDES A WELCOME OPPORTUNITY TO REVIEW THE ACHIEVEMENTS AND WEAKNESS OF THE INTERNATIONAL DRUG CONTROL SYSTEM WITH A VIEW TOWARDS DEVOTING GREATER EFFORTS TO AREAS OF PROVEN PRODUCTIVITY. MY OWN VIEW IS THAT THE UN SYSTEM IS ON THE RIGHT TRACK IN CONDUCTING SIMULTANEOUS ATTACKS AGAINST THE THREE PHASES OF ILLICIT DRUGS: THEIR PRODUCTION, TRAFFICKING AND CONSUMPTION. I BELIEVE INTERNATIONAL COOPERATION REMAINS AS INDISPENSABLE NOW AS IT WAS IN TEDDY ROOSEVELT'S TIME TO ACHIEVING PROGRESS IN ALL THREE OF THESE AREAS. REGIONAL COOPERATION UNDER THE UN AEGIS SHOULD BE STRENGTHENED AND SHOULD BE EXPANDED FROM ITS PRESENT FOCUS ON ENFORCEMENT ACTIVITIES TO INCLUDE ALSO DEMAND REDUCTION ACTIVITIES IN ACCORD WITH THE SPIRIT OF GENERAL ASSEMBLY'S RESOLUTION 32/124. THE UN LAB SHOULD CONTINUE ITS RESEARCHES AND EXPEDITE THE PRACTICAL APPLICATION OF ITS FINDINGS. WITH RESPECT TO UNFDAC, I HOPE THAT GOVERNMENTS WILL MORE GENERALLY RECOGNIZE THAT ITS STRATEGY OF ASSISTING GOVERNMENTS TO PERSUADE FARMERS TO GROW FOOD INSTEAD OF NARCOTICS IS AN APPROPRIATE MEANS OF UTILIZING DEVELOPMENT AID FUNDS. UNFDAC SHOULD ALSO PLAY A CATALYTIC ROLE IN ASSISTING GOVERNMENTS TO APPLY ON A BROAD SCALE THE KNOWLEDGE GAINED AS THE RESULT OF ITS PILOT PROJECTS IN THE FIELD OF CROP SUBSTITUTION.

13. WHILE RECOGNIZING THAT THE PROBLEM OF DRUG ABUSE WILL

PROBABLY NEVER BE ELIMINATED, I BELIEVE THAT INTERNATIONAL
INTSITUTIONS HAVE AN ESSENTIAL ROLE TO PLAY IN REDUCING
IT FROM ITS CURRENT MAJOR STATUS TO THAT OF A CHRONIC
SOCIAL IRRITANT. THE U.S. HAS HISTORICALLY SUPPORTED
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THEIR EFFORTS, AND PRESIDENT CARTER REAFFIRMED THIS
SUPPORT IN HIS MESSAGE TO CONGRESS OF AUGUST 2, 1977.
THE INTERNATIONAL FIGHT AGAINST DRUGS IS 70 YEARS OLD,
BUT THERE IS NO SIGN THAT THE "GOOD GUYS" HAVE WON OR ARE
IN THE PROCESS OF WINNING. THE FIGHT MUST GO ON WITH THE
SUPPORT OF ALL RESPONSIBLE INDIVIDUALS AND THE BEST
EFFORTS OF THOSE INVOLVED IN THE ACTUAL BATTLES. END TEXT.
VANDEN HEUVEL

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